

# **EXHIBIT C**

## **1998 WILLIAMSBURG COMPREHENSIVE PLAN**

### **RICHMOND ROAD PLANNING AREA**

#### **(EXCERPTS)**

#### **RICHMOND ROAD PLANNING AREA GOALS AND OBJECTIVES**

##### **(1) *Community Character, Urban Design and the Environment***

**Protect and enhance the natural and built environment of the City.**

- Protect and enhance the visual quality, design excellence and the distinctive image of the City to ensure that development and change are in keeping with Williamsburg's character.
- Protect the sensitive stream valleys of College Creek and its tributaries.
- Ensure that future development meets the standards of the Chesapeake Bay Preservation Act and respects the designated Chesapeake Bay preservation areas.
- Consistent landscaping and signage standards should be applied to new development and redevelopment projects.
- Appropriate parking setbacks and parking screening need to be included for any site redevelopment in this Area.
- Utilities should be undergrounded along the Richmond Road Corridor.
- Continue to refine and implement the City's Corridor Design Guidelines in planning for all future development and redevelopment along Richmond Road.
- Establish design guidelines within the master plan for the City-owned Torsion property that will ensure that future development takes place at an appropriate scale, size and architectural style.

##### **(2) *Transportation***

**Designs for the location, character and capacity of transportation facilities should be compatible with the master-planned organization of land uses. Road and street plans should encourage optimal community development while allowing for transit in a safe and efficient manner.**

- Provide the recommended Treyburn Drive Extension needed to provide access to the interior parcels of the Torsion property and to improve the transportation network in the Richmond Road area between the Longhill Connector and the Midtown Planning Area.
- Widen Richmond Road between New Hope Road and Monticello Avenue to four lanes in order to relieve the traffic burden placed on this road segment.
- Provide adequate road linkages between vacant properties.

- Promote mid-block pedestrian crossing areas in appropriate locations.
- Provide pedestrian walkways along the proposed Treyburn Drive Extension.
- Provide bike lanes along the proposed Treyburn Drive Extension as recommended in the Williamsburg Regional Bikeway Plan.
- Encourage private landowners to consolidate and share entrances whenever possible.

**(4) Land Use**

**Plan for an integrated mix of residential, commercial, and employment uses which will provide adequate housing, shopping, tourism and employment opportunities for City residents.**

- Encourage new urban development to concentrate within the two planning Sub-Areas.
- Encourage the commercial redevelopment of the seven Redevelopment Areas identified along the Richmond Road Corridor.

**(5) Public Services**

**Provide an adequate level of public services to all the people of the City of Williamsburg and its environs and, in so doing, recognize the regional aspects of certain facilities and services and the need for regional planning and cooperation.**

- Develop adequate stormwater detention and retention structures to protect the water of College Creek and Lake Matoaka.

**(6) Economic Development**

**Support Williamsburg's existing tourism base while exploring other economic opportunities for expanded employment and revenue base. Protect and enhance the visual quality, design excellence and the distinctive image of the City to ensure that development and change are in keeping with Williamsburg's character.**

- Commission a detailed market study to investigate the full market potentials of the City's Torsion property and to make specific recommendations regarding the most suitable uses and end-users and the appropriate measures necessary to market the property.
- Encourage the consolidation of the various parcels in each of the seven identified Redevelopment Areas into larger parcels more suitable for upscale commercial redevelopment along Richmond Road.

## **RICHMOND ROAD LAND USE PLAN**

### **Sub-Area 1 Recommendations**

*Planning Sub-Area 1* is located in the central portion of the Richmond Road Planning Area. It is bounded on the west by Sub-Area 2, a tributary of College Creek and the proposed Treyburn Drive Extension, on the north by Ironbound Road and Redevelopment Area 3, on the east by Richmond Road and on the south by a tributary of College Creek, the WRHA housing development on New Hope Road and the Comfort Inn. The 30.1 acre Sub-Area is planned for economic development use at a floor area ration of 0.2 to 0.25 square feet per net developable acre. At this density, the Sub-Area could support between 236,100 and 295,120 square feet of new gross leasable space within its 27.1 net developable acres.

The major issues involved with the potential development of this Sub-Area are (1) the future location and alignment of the proposed Treyburn Drive Extension, (2) the reservation of a future right-of-way for the possible extension of Bypass road to the proposed Treyburn Drive Extension, (3) providing a suitable site for the construction of a bank branch as dictated by the Torsion sales agreement, (4) land banking, (5) vehicular access, (6) sensitive environmental areas, (7) providing pedestrian and bikeway connections and (8) stormwater management. A master plan approach is critical to insuring that each of these issues are appropriately responded to in the proper development of this important commercial site.

The orientation of the proposed Treyburn Drive Extension is critical to the future development of the Sub-Area. Future transportation routes and accessiblity will largely determine the commercial viability of the site. The extension of Treyburn Drive is necessary to provide accessibility to this valuable interior parcel. With this extension in place, Sub-Area 1 would have frontage on both Richmond Road and Ironbound Road, thereby increasing its commercial value. The alignment depicted on the Richmond Road Planning Area Land Use Map represents the optimal location for this new road. With this alignment, the amount of net developable land in the Sub-Area is maximized, and the existing topographical constraints of the property are appropriately avoided.

The future land use plan for the Sub-Area also calls for the City to reserve the possibility of the future extension of Bypass Road from the Bypass Road/Richmond Road intersection to intersect with the proposed alignment of the Treyburn Drive Extension at the western border of Sub-Area 1. As a part of this strategy, the City will dedicate approximately 8.8 acres of the southern edge of the City's Torsion property as a Public Land Conservation Area suitable

for Public and Semi-Public land uses. The possible right-of-way for a future Bypass Road Extension will be preserved within this Conservation Area.

Based on a comparison of City-wide supply and demand considerations, the City has a more than adequate supply of office space planned for the next twenty years, while it is projected that the City will face an excess demand for land suitable for economic development over the same time period. Therefore, it would be preferable from both a City revenue and land use allocation strategy for the City to plan this Area for economic development uses. If the extension of Treyburn Drive was never constructed, the Sub-Area would not have the sufficient access necessary to attract intensive non-residential development. Based on this analysis, this road extension is necessary for the optimal development of the parcel. Thus, the Richmond Road Land Use Plan has been developed with the Treyburn Drive Extension included, and the alignment presented will allow for the maximum allocation of net developable land within Sub-Area 1.

Traffic studies prepared for the City project that the new road extension through the site will not generate the type of traffic volumes that would support or attract franchise development supported by drive-by traffic. Instead, the future master plan and marketing scheme for the Sub-Area should focus on destination-based development. The site holds unlimited potential to implement the objectives outlined in the Economic Development chapter seeking to provide more night time entertainment activities in order to capitalize on the "captive" overnight tourist market that flourishes in the Williamsburg area.

The new topographic information provided to the City for the Torsion site indicates that Sub-Area 1 clearly has the necessary physical attributes and is sufficiently well-located to satisfy and accommodate a broad range of specific urban development options. However, in order to effectively implement the goals and objectives outlined for this Plan within the context of the City's given supply of vacant land, it is prudent to recommend that this valuable site be devoted to economic development. Within this flexible land use classification, a broad band of suitable land uses would be allowable within Sub-Area 1. **The challenge is to match a future user to the site that will fill a valuable market niche in the local economy and match the City's future planning goals and objectives, particularly in terms of the appropriateness of scale and uses of the future development.** Possible appropriate uses within the economic development classification for this Sub-Area would include the following:

- An upscale shopping center anchored by a major retailer, such as a national bookstore

- A major multi-screen cinema complex
- A regional conference center and hotel
- A major employment center featuring a Fortune 500-type corporate headquarters

The recommended economic development land uses could effectively serve as a land banking classification. This strategy should suit the community's needs since the City should delay future development of this Sub-Area until the necessary transportation improvements are made and a suitable developer and/or end-user is identified. Such a land use planning strategy would grant the City sufficient flexibility and time to commission and develop a proper master plan, market study and proactive marketing strategy for the property.

The master development plan for the Torsion site should incorporate single entrance into Sub-Area 1 from both Richmond Road and the proposed Treyburn Drive Extension. Allowing entrances on both of these roads will increase the parcel's commercial value. These entrances should feed into an internal street system that will link the two roads. This internal street system will be designed to efficiently meet the end-users needs and to appropriately respond to the topographic and environmental constraints that exist on the site. These constraints include a tributary of College Creek that flows through the eastern half of the Sub-Area and some steep slopes in the southern portion of the parcel. These entrances should provide adequate horizontal and vertical site distances, minimal grading and allow for sufficient access into and out of the proposed commercial areas.

The master plan for the Torsion site should also respect and maintain the existing sensitive environmental characteristics of the property. All buildings should be sited away from slopes greater than 20% and the College Creek tributaries (both adjacent to and running through the Sub-Area), and concentrated, instead well inside the borders of the Sub-Area. Any development of the sensitive environmental areas (land situated outside of the Sub-Area) should be prohibited. The steep slopes and wetlands of the tributary should be preserved as open space.

The land adjacent to the steep slopes and wetlands of the tributary would be an ideal location for a pedestrian and bike path connection between the College's Dillard complex and the Downtown Area via Sub-Area 2. The best design path for such a connection would lead directly from the residential complex at Dillard in a southward fashion, passing west of the Virginia Gazette printing facility and connecting to the bike lanes planned for the proposed Treyburn Drive Extension. If this path proves unobtainable due to land acquisition difficulties

or other problems, an alternative would be for the path to run eastward along Ironbound Road before connecting to the proposed pathway in Sub-Area 2. This pedestrian system will then also connect future development in the two Sub-Areas and will encourage economic and social linkages between future users. Such an inter-connected system will help to integrate the master-planned "commerce and economic development center."

In addition to these transportation measures, adequate stormwater management facilities must be incorporated into the development of this Sub-Area to preserve the water quality of College Creek and Lake Matoaka. The anticipated clearing and construction will greatly increase the amount and velocity of stormwater runoff. Appropriate Best Management Practices, as recommended in the City's Stormwater Management Plan, must be utilized to control this urban runoff on-site before it flows into these important waterways. The Stormwater Management Plan proposes that a regional stormwater management facility should be located in the area just south of the Sub-Area's southern border, adjacent to the WRHA's New Hope Road development. This facility would be designed to serve not only the planned Torsion development, but also the redevelopment and existing development along Richmond and Ironbound Roads in the Planning Area.

### ***Sub-Area 2 Recommendations***

**Planning Sub Area 2** is located in the mid-western portion of the Richmond Road Planning Area. It is bounded on the west by the Virginia Gazette, on the north by Ironbound Road and on the east and the south by Sub-Area 1 and the proposed Treyburn Drive Extension. The 3.9 acre Sub-Area is planned for economic development use at a floor area ratio of 0.2 to 0.25 square feet per net developable acre. At this density, the Sub-Area could support between 30,490 and 38,120 square feet of new gross leasable space within its 3.5 net developable acres.

The major issues involved with the potential development of this Sub-Area are (1) the future location and alignment of the proposed Treyburn Drive extension, (2) vehicular access, (3) buffering, (4) sensitive environmental areas and (5) providing a pedestrian and bikeway connection as mentioned in the Sub-Area 1 discussion. A master plan approach for the Torsion property is critical to insuring that each of these issues are appropriately responded to in the proper development of this important commercial site.

The orientation and alignment of the proposed Treyburn Drive extension are also important to the future development of this Sub-Area. The site could potentially serve as a marketable

site for an office use without the construction of this new road given its frontage on Ironbound Road. However, the additional street frontage provided by this road extension would increase the accessibility to the Sub-Area, connect it to the larger interior parcel represented by Sub-Area 1, and thereby increase the viability of an economic development use on the site. The intersection schematic presented in the Richmond Road Land Use Plan would allow for the maximum allocation of net developable land within Sub-Area 2.

The master development plan for the Torsion site should incorporate a single entrance from the proposed Treyburn Drive Extension and a single entrance on Ironbound Road, as well. These shared entrances are preferable because entrances along these roadways should be minimized in order to decrease future traffic congestion. Along with the careful placement of these roadways and entrances, the master plan for the Sub-Area should also provide sufficient vegetative buffering between the future development and the Virginia Gazette publishing facility. Vegetation should also be maintained along Ironbound Road in order to preserve the existing greenbelt. This buffer should extend fifty feet off Ironbound Road as required by the City's Zoning Ordinance. It will preserve the existing character of the roadway and help to moderate the noise, exhaust and lighting generated by passing traffic.

This master plan for the site should also respect and maintain the existing sensitive environmental characteristics of the property. All buildings should be sited away from slopes greater than 20% and the adjacent College Creek tributary, and concentrated, instead well inside the borders of the Sub-Area. Any development of the sensitive environmental areas (land situated outside of the Sub-Area) should be discouraged. The steep slopes and wetlands of the tributary should be preserved as open space.